

Approved For Release 2005/08/12 : CIA-RDP80B01495R000100030010-0

DCI/IC/0798/74

24 July 1974

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MEMORANDUM FOR: General Graham

SUBJECT : ACDA Interface with the Intelligence Community

1. Following up on General Graham's suggestion, I had a lengthy discussion on July 18 with the new ACDA Intelligence Advisor, Robert Morrison, and his chief, Dr. Manfred Eimer, Verification Division. They indicated a strong desire to initiate a variety of actions designed to tidy up ACDA's interface with the community, but some confusion as to where and how to do it; discussions have been held with several people in the community, each apparently unaware of what others were doing, and none being able to state clearly just where ACDA's principal point of liaison should be, or precisely how ACDA should go about resolving certain difficulties that require basic decisions of policy.

2. I suggested that they, as the concerned ACDA representatives, might draft a brief listing of problem areas as they perceive them, and possible solutions, which could then be forwarded through whomever is designated on the IC Staff for the purpose of getting some specific mechanism established for considering the problem. I stated a willingness to forward the substance of such an outline, which I have to date not seen. The following, however, summarizes the majority of their concerns as I understood them.

3. ACDA has legal responsibilities to Congress as an independent agency, but because of physical co-location in State, and a variety of ad hoc arrangements for intelligence servicing through INR, its independent status has become masked to many in the intelligence community. It is time to resolve the basic elements of the relationship so that ACDA, heavily dependent on intelligence for key aspects of its responsibilities, can play its direct and full role as a consumer of intelligence with specific interests in collection

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systems and their tasking. There has been an unspoken assumption that what the community does in collecting against major weapons systems somehow automatically satisfies ACDA's requirements, but this is only partially true. ACDA cannot fulfill its responsibilities adequately under the present ad hoc arrangements. Dr. Eimer underlined the fact that there are a variety of opinions within ACDA about how best to solve some of these problems, so that the following views must be taken as preliminary and not necessarily representing the final position of the agency.

4. Principal areas of concern:

a. Access to intelligence reports: ACDA knows of no one in the intelligence community who screens production to insure that material appropriate for ACDA's uses is spotted and furnished. Though an ACDA officer sits in the secure area of INR, many important reports are not sent to ACDA as an addressee so that the agency is dependent on the goodwill and distribution of INR. Some system needs to be worked out to insure that ACDA is an addressee. Arms control is a national policy, enforcement of which is linked to intelligence. Perhaps a designated NIO can be the main point of contact, or the USIB agenda could be made available to ACDA to help identify interests. ✓ X

b. Participation in Analysis: ACDA feels that the intelligence community analyzes its data to suit its own interests and assumes that what it does with respect to major weaponry and so forth meets ACDA's requirements. Often it does not fully examine available data. ACDA participation in some of the analytical process before a report is finished could help to insure that the report served the needs of a wider audience. X

c. ACDA's Requirements: There is no established channel through which ACDA can make its special requirements known to the intelligence community. Ad hoc suggestions are made in the course of interagency committee and task force discussions, but this is not suitable to the needs of an independent agency. The DCI might well designate a channel for this purpose. 4

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d. Representation: ACDA does not necessarily require representation on USIB committees, but in its field it has responsibility and obligations just as does Treasury or Commerce or any other entity charged with a topical area of concern. Moreover, ACDA is much more directly dependent on intelligence for the accomplishment of a significant part of its role in arms control. It might be appropriate to have ACDA participate in whatever committees of USIB deal with related matters either by invitation on specific occasions or as an observer in some cases. By whom in the community will this relationship be considered?

5. In closing, Messrs. Eimer and Morrison speculated on how best to try to resolve some of these problems. Basically they do not think it appropriate to approach the problem through INR, since ACDA is not part of State nor does INR represent the intelligence community. It is more desirable for ACDA to do its own representation directly as the independent agency it truly is. Their inclination is to ask the DCI to designate channels and points of contact, and to consider and reach decisions on the ACDA interface just as would be done with Treasury or Justice or other major consumers. Since both Eimer and Morrison are experienced in the intelligence community, another alternative is to rely on the less formal system of "old boy" contacts, but this, while workable, leaves basic issues unresolved and unduly subject to personality influences. They must do some internal wrestling with these issues to develop an integrated agency position. In the interim, a more clear cut identification of channels of contact is desirable.

Collection and Processing
Assessment Division

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17 July 1974

NIO #1573-74

MEMORANDUM FOR: The Director

SUBJECT : ACDA Probes for Involvement in Verification
Matters

1. Lieutenant General Graham's memorandum of 10 June 1974 on the same subject suggests that I report a similar conversation.

2. On 27 June 1974 at the invitation of Mr. Amron Katz, the Assistant Director for Plans and Analysis of ACDA, I joined him, Dr. Fred Eimer and Mr. Raymond Firehock for lunch. During our conversations Dr. Eimer indicated that he was concerned that ACDA had not been consulted in the formulation of the Memorandum to Holders on NIE 11/12-73: Soviet and East European Attitudes Toward MBFR and that possibly ACDA should sit on the USIB. In response, I indicated:

a. that we did consult considerably with the needs and desires of the delegation in Vienna on preparation of the Memorandum to Holders and that State Department (INR) was actively involved in its preparation.

b. that Mr. Firehock of ACDA was actively participating in the MBFR Monitoring Study in order to assure that ACDA needs would be considered in the formulation of the study and

c. that any question of membership on the USIB was well above my level of responsibility, but that I could anticipate definite resistance to membership on the premise that ACDA was primarily a consumer and not an intelligence-producing agency.

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3. In addition to the above, I did indicate that in any other matters affecting ACDA interest, my colleagues and I would make a conscious attempt to keep in touch. Messrs. Katz and Firehock did not actively participate in the portion of the conversation related above.



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Rear Admiral, USN
National Intelligence Officer
Conventional Forces

cc: Lieutenant General Graham
Mr. Carver
Mr. Duckett
Mr. Proctor
Mr. Stoertz

cc: DDCI

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74-3888/2

3 August 1974

NOTE FOR THE DIRECTOR

Bill:

Attached is a think piece from [redacted] re the ACDA issue. At present, we are dealing with Hyland and Denney on this, but ACDA has paid both Danny and myself visits pleading its case. Recently they employed Red Morrison and the old boy net so the pressure for action is mounting. I recognize the issue of channels here, but since we've invited their presence at USIB on the one item, I suggest you raise these points for discussion with the NIOs and me on Monday. I've sent a copy of the attached to George Carver also.

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AD/DCI/IC

Att.

cc: Mr. Carver w/att

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